United Nations A/65/6 (Prog. 4)

General Assembly

Distr.: General
16 March 2010

Original: English

Sixty-fifth session
Item 133 of the preliminary list*
Programme planning

Proposed strategic framework for the period 2012-2013

Part two: biennial programme plan

Programme 4
Peacekeeping operations

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Overall orientation

4.1 The purpose of the programme is to support the maintenance of peace and security through the deployment of peacekeeping operations in accordance with and by authority derived from the principles and purposes of the Charter of the United Nations. The mandates of the programme are provided in resolutions of the Security Council and the General Assembly.

4.2 The programme comprises the Department of Peacekeeping Operations and the Department of Field Support (established by the General Assembly in 2007). The Department of Peacekeeping Operations closely coordinates four interdependent and complementary subprogrammes (operations, military, rule of law and security institutions, and policy, evaluation and training) and integrates cross-cutting responsibilities in support of peacekeeping operations and special political missions under its direction. Within the Department of Field Support, two subprogrammes have been created to align with the structures established in the field for the provision of administrative and logistics support services (field administrative support and integrated support services).

4.3 The Department of Peacekeeping Operations serves as the lead department in the implementation of integrated mandates, including multisectoral assistance operations, and works in an integrated way with the Department of Field Support, which provides logistical and administrative support. Regional approaches to peacekeeping and political strategies for multiple operations will be pursued when appropriate.

4.4 The Department of Peacekeeping Operations and the Department of Field Support will inform Member States on all phases of peacekeeping operations, paying particular attention to the requirements of troop- and police-contributing countries needing to make informed decisions about their engagement in United Nations peacekeeping. The programme will also give emphasis to keeping Member States and other stakeholders informed of support issues in relation to all phases of peacekeeping operations. Working in an integrated manner, special attention will be given to the safety and security of peacekeepers in the field, and careful consideration will be given to gender and geographical balance in the staffing of peacekeeping operations.

4.5 Programme strategies and plans are undertaken to establish, manage and direct peacekeeping operations and develop the capacities required to address a wide variety of conflict and post-conflict situations. A rapid and effective response to Security Council and General Assembly mandates is crucial for supporting the implementation of peace agreements between the parties to a conflict. Peacekeeping mandates may include the monitoring of ceasefires and buffer zones; disarming, demobilizing and reintegrating ex-combatants; reforming military establishments; training, advising and monitoring police forces; creating security conditions conducive to the return of refugees and internally displaced populations; promoting electoral and judicial reform and assisting civil administrations; facilitating political processes to consolidate peace and legitimate government authority; coordinating economic rehabilitation and mine-clearance programmes; and facilitating the delivery of humanitarian assistance. Missions may also be mandated to maintain law and order and assume responsibility for a transitional administration or executive law enforcement, including criminal justice functions. Meeting the complex and evolving challenges of modern peacekeeping requires an integrated approach and greater coordination and, as appropriate and mandated, support

within the United Nations system and with external peacekeeping partners, including international financial institutions and regional organizations, to enhance the ability of the international community to maintain peace and security. Sustainable progress on security, national reconciliation and development needs to occur in parallel, given the interconnected nature of those challenges in countries emerging from conflict. In that context, the Department of Peacekeeping Operations, the Department of Field Support and other relevant departments and organizations will plan and conduct United Nations peacekeeping activities in such a manner as to facilitate post-conflict peacebuilding and the long-term prevention of recurrence of armed conflict. To increase the programme's effectiveness, policy development and evaluation for the application of peacekeeping best practices and lessons learned will continue, as will emphasis on greater unity of effort and tailored training for all peacekeeping personnel.

4.6 The Department of Field Support is the provider of administrative and logistics services to the operations managed by the Department of Peacekeeping Operations and the field-based activities of the Department of Political Affairs, as well as other operations, as mandated. The programme will provide support to United Nations peacekeeping operations as well as to special political missions supported by the Department of Field Support in the areas of human resources, finance, logistics, information and communications technology and general administration.

4.7 Fundamental to the provision of mission support are recruiting and retaining high-quality personnel and ensuring that field missions have the appropriate logistic resources, including materiel, direction, guidance and oversight to enable them to meet their mandated tasks. In addition, the Department of Field Support provides financial support services that ensure appropriate funding, responsible stewardship of funds and the financial expertise to formulate resource requirements and to manage those funds and resources.

4.8 The programme will provide substantive and technical support to the Special Committee on Peacekeeping Operations, including follow-up on decisions related to peacekeeping operations taken by the Security Council and the General Assembly. The Department of Peacekeeping Operations will implement the recommendations of the Special Committee, as endorsed by the Assembly.

A. Peacekeeping operations

Subprogramme 1
Operations

Objective of the Organization: Effective implementation of Security Council mandates to plan, establish and manage peacekeeping operations

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Acceptance of advice and recommendations to the Security Council, the General Assembly, other intergovernmental bodies and troop- and police-contributing and other contributing countries on issues related to peacekeeping	(a) All recommendations incorporated in resolutions of the Security Council, the General Assembly and other intergovernmental bodies regarding new and existing peacekeeping operations

(b) Effectively and efficiently managed peacekeeping operations	(b) (i) Percentage of integrated planning processes completed according to Security Council substantive and time requirements for establishing new, or implementing adjustments to, peacekeeping operations (ii) Number of missions fulfilling major benchmarks defined in and mandated by Security Council resolutions

Strategy

4.9 The Office of Operations will continue to perform its core functions of providing timely advice and analysis to the Security Council, the General Assembly, intergovernmental bodies and troop- and police-contributing and other contributing countries on peacekeeping issues and on the integrated planning, effective direction of and support for peacekeeping operations through the provision of policy, political and operational guidance.

4.10 The Office of Operations will serve as the locus of integration for planning and political and operational support to field operations. It will employ the integrated mission planning process policy with internal and external partners, to both establish and adjust operations, to ensure a fully integrated approach to the spectrum of peace support activities, ensuring the stabilization of States in post-conflict situations. The central vehicle at United Nations Headquarters for the integrated planning and conduct of United Nations peacekeeping operations and special political missions, supported by the Department of Field Support, will be the integrated operational teams. The Office of Operations will be responsible for establishing and managing the teams, bringing together expertise from the Department of Peacekeeping Operations and the Department of Field Support and other subject matter experts to provide integrated policy guidance for senior management on cross-cutting issues. The integrated operational teams will also provide a principal point of entry for troop- and police-contributing countries and partners on mission-specific issues, to engage in the planning and conduct of integrated peacekeeping operations. Building on initial context-specific cooperation with regional organizations, the Office of Operations will, in collaboration with the Policy, Evaluation and Training Division, operationalize relationships with an expanding pool of relevant regional organizations to maximize crisis prevention and response. In particular, and in the light of capacity needs in conflict-prone areas, the Office will enhance and institutionalize support for and cooperation with African regional organizations. Best practices will be incorporated into the design, planning and implementation of new and existing missions, including by refining of cross-cutting issues. Integrated mission information and operations units will be standardized in accordance with policy developments and will provide systematic and reliable mission risk assessments and longer-term analysis.

Subprogramme 2
Military

Objective of the Organization: To effectively implement the military aspects of Security Council mandates

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Reduction of the time required to plan, rapidly deploy and establish the military component of peacekeeping operations in response to Security Council mandates	(a) (i) No longer than seven days needed to produce military plans from the date a Security Council resolution is passed (ii) No longer than five days needed to issue official pledge requests from the date military plans are produced
(b) Increased efficiency and effectiveness of the military components of peacekeeping operations	(b) Implementation of all recommendations endorsed by Headquarters, in the end-of-assignment reports of Heads of Military Components

Strategy

4.11 Substantive responsibility for the subprogramme is vested in the Office of Military Affairs. The Office will continue to provide its best military advice to assist the Security Council, the General Assembly, other intergovernmental bodies and troop- and police-contributing countries on issues related to peacekeeping. The Office will also endeavour to ensure that all troop- and police-contributing countries are informed about current peacekeeping issues and have their troops trained accordingly. The activities of the subprogramme will include the preparation of operational plans for military components of peacekeeping operations, such as contingency plans for potential, ongoing or closing operations; the generation of military forces, observers and Headquarters staff for deployment, including predeployment assessments; coordination of deployments and rotations of the military components of missions; daily monitoring of and support for the military components of peacekeeping operations; and the contribution to peacekeeping training activities of the Department of Peacekeeping Operations and Member States deploying uniformed personnel, including the institutionalization of high standards of conduct and discipline.

4.12 The subprogramme will give special emphasis to supporting African regional peacekeeping military needs; strive for formalized arrangements with peacekeeping partners; encourage and increase the participation of female peacekeepers; assist regional organizations in their efforts to set up peacekeeping forces; formulate and issue cohesive military-related peacekeeping policies; introduce modern management practices; increase synergy and cooperation between military and police components; continue to review the United Nations Standby Arrangements System and encourage Member States to participate in it; and enhance the rapidly deployable capability of the military component during the start-up of a peacekeeping mission or during a crisis in existing peacekeeping missions.

4.13 The Office will enhance responsiveness to field missions, increasing the integration of the military perspective through military representatives on the

integrated operational teams. Military representatives on the teams will draw upon the full capability and expertise of the Office of Military Affairs across the entire spectrum of military issues. Military representatives on the teams have the responsibility to represent the official position of the Office. The Office will coordinate weekly meetings with the military officers attached to the integrated operational teams.

Subprogramme 3
Rule of law and security institutions

Objective of the Organization: To enable rule of law and security institutions in post-conflict societies to develop sustainable capacities and services in accordance with accepted international standards

Expected accomplishments of the Secretariat	Indicators of achievement
(a) More timely deployment and establishment of the rule of law and security components of peacekeeping operations in response to Security Council mandates	(a) (i) Reduction in number of days required to establish the initial operating capacity of police components (ii) Reduction in the number of days for deployment of core rule of law, disarmament, demobilization and reintegration, mine action and security sector reform personnel after adoption of a Security Council resolution
(b) Increased efficiency and effectiveness of the rule of law and security components of peacekeeping operations	(b) Increased number of integrated plans for police, justice, corrections, disarmament, demobilization and reintegration, security sector reform and mine action components implemented for peacekeeping operations
(c) Increased awareness and understanding of the dangers of landmines and explosive remnants of war in affected countries	(c) Reduction in the number of casualties resulting from landmines and explosive remnants of war in affected countries

Strategy

4.14 Substantive responsibility for the subprogramme is vested in the Office of Rule of Law and Security Institutions, which consists of the Police Division, the Mine Action Service, the Criminal Law and Judicial Advisory Section, the Disarmament, Demobilization and Reintegration Section, and the Security Sector Reform Unit. The re-establishment of the rule of law and the strengthening of national internal security services and institutions in post-conflict societies are paramount for the creation of an environment for lasting peace. The core function of the Office is thus to develop and maintain the important strategic and operational frameworks, including in the areas of guidance development, operational support, training and partnerships, to facilitate synergy, efficiency and effectiveness when working to strengthen security and the rule of law in the context of peacekeeping and peacebuilding. In that regard, the components each develop comprehensive

plans and programmes for the reform and development of their respective sectors that take into consideration the relationships between the criminal justice institutions, legislation and justice system procedures and relevant gender dimensions affecting law and order. The components of the Office will also strive to support enhanced rule of law and the security-related activities of the Organization as a whole, by acting as the lead United Nations entity or focal point in the areas of police and law enforcement, corrections and mine action, as well as the chair or co-chair of the respective United Nations inter-agency bodies established in the areas of security sector reform, disarmament, demobilization and reintegration and mine action. The Office will actively engage regional and subregional organizations and donors on all aspects of rule of law and security issues and will develop and disseminate lessons learned and best practices. It will also strengthen its engagement with Member States and regional and national peacekeeping training centres on current training practices, security institution standards, and training guidelines and materials for police, corrections and other officers. In addition, the components of the Office will continue to develop value-added partnerships with other United Nations and relevant international actors.

Subprogramme 4
Policy, evaluation and training

Objective of the Organization: To strengthen an integrated institutional capacity for peacekeeping

Expected accomplishments of the Secretariat	Indicators of achievement
Increased awareness, understanding and familiarity with peacekeeping issues	(i) All peacekeeping personnel receive induction training
	(ii) Increased number of documents downloaded from Peacekeeping Resource Hub

Strategy

4.15 Substantive responsibility for the subprogramme is vested in the Policy, Evaluation and Training Division, which will provide an integrated capacity for the development of peacekeeping doctrine and guidance, informed by the systematic documenting of best practices and lessons learned; the provision of strategic guidance for standardized peacekeeping training based on doctrine and best practices; and the evaluation of mission performance in implementing mandates. The Division will provide services to the Department of Peacekeeping Operations, the Department of Field Support, field missions and Member States, thus ensuring the integration of substantive and support functions in guidance development, training and evaluation and providing a common platform for policy, guidance material, training and evaluation at Headquarters and in the field.

4.16 The aim of the above-mentioned capacity is to enhance the efficiency and effectiveness of peacekeeping field operations and support from Headquarters through the institutional strengthening of peacekeeping. The Division will develop

and disseminate peacekeeping doctrine (policies, practices and standard operating procedures), support the doctrine development process within the subprogrammes of both Departments and support the continued development of the Intranet as the principal means for sharing knowledge and providing guidance material to staff in the field. Working in close cooperation with Member States and regional organizations, the Division will provide training standards and support for training programmes intended to prepare peacekeepers to perform their functions in field missions and at Headquarters. The Division will support the development of peacekeeping training capacity in Member States, particularly in current and emerging troop- and police-contributing countries. The Division will identify potential peacekeeping partners and develop frameworks to enable existing United Nations and non-United Nations partners to cooperate in peacekeeping operations in a complementary manner. The Division will evaluate peacekeeping performance, with the results of the evaluations being used to guide follow-on remedial measures, including policy revision and development and training in both Departments and in field missions.

Subprogramme 5
Field administrative support

Objective of the Organization: To enable United Nations peacekeeping and related operations to fulfil their mandates efficiently and effectively, as authorized by the Security Council and the General Assembly

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Rapid deployment and establishment of peacekeeping operations in response to Security Council mandates	(a) Increased percentage of missions that meet the projected incumbency rates set in the context of approved mission plans and budgets for missions in a start-up, expansion or transition phase, through the use of established rosters of pre-endorsed candidates
(b) Increased efficiency and effectiveness of peacekeeping operations	(b) (i) Reduction of the vacancy rate within nine months from establishment of a mission (ii) Maintenance of a three-month average processing time frame (from receipt of the mission-certified claim to its approval by the Department) for contingent-owned equipment claims
(c) More timely reporting of allegations of misconduct	(c) All allegations of serious misconduct are recorded by peacekeeping operations in the Misconduct Tracking System within seven days of reception

Strategy

4.17 Within the Department of Field Support, responsibility for the subprogramme is vested in the Field Personnel Division and Field Budget and Finance Division, whose activities include support for peacekeeping and other field operations in the areas of personnel, budget and finance. The subprogramme is also responsible for training, monitoring, reviewing and advising on conduct and discipline matters relating to all categories of personnel.

4.18 The Field Personnel Division's mission is to enable peacekeeping operations to fulfil their mandates by designing, recruiting, developing and maintaining a high-quality civilian workforce through policy implementation guidance, organizational design and classification, self-monitoring, information management, outreach, roster maintenance and succession management. The Division also provides direct support in the functional areas of travel and administration (including on-boarding) to all field operations for those areas in which they do not have fully delegated human resources management authority. The priorities of the Field Personnel Division for the 2012-2013 biennium are to improve the capacity of field missions to administer themselves, to strengthen the Department's capability to rapidly deploy high-quality personnel, to improve the representation of troop- and police-contributing countries and gender at all levels, and to implement staff development and performance assessment practices that produce confident and competent managers of financial, human and physical resources, thus assuring high-quality support to field operations.

4.19 The Field Budget and Finance Division will support missions in preparing budget proposals and performance reports to enable the effective and efficient fulfilment of their mandates and to respond to changing circumstances on the ground or changes in mandates, including liquidation. The support provided will include Abacus team visits to field operations to improve the quality of information and timeliness of budget preparation, including improved results-based budgeting, staffing and cost estimates. The Division will ensure the timely processing of troop- and police-contributing countries' claims for contingent-owned equipment.

4.20 The subprogramme will support field operations in the implementation of enterprise resource planning and International Public Sector Accounting Standards, in the areas related to personnel, budget and finance. The subprogramme will also work towards ensuring operational readiness and will prioritize the timely deployment of financial and personnel resources, as well as enhance its capacity to rapidly deploy a fully effective mission to areas of operation.

4.21 The subprogramme is also responsible for training, monitoring, reviewing and advising on conduct and discipline matters relating to all categories of personnel. The subprogramme will place continued emphasis on the prevention of misconduct, in particular by providing training materials to Member States and peacekeeping operations, for training in United Nations standards of conduct, including mandatory training for all categories of personnel on sexual exploitation and abuse. The subprogramme will continue to monitor, review and provide policy guidance and oversight on United Nations standards of conduct, to advise on conduct and discipline matters relating to all categories of personnel and to assist with appropriate follow-up to allegations of misconduct. The subprogramme will provide assistance and support to the inter-agency efforts on protection from sexual exploitation and abuse and on assistance to victims.

Subprogramme 6
Integrated support services

Objective of the Organization: To ensure that United Nations peacekeeping and related operations are fully equipped to fulfil their mandates efficiently and effectively, as authorized by the Security Council and the General Assembly

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Reduction of the time required to plan, rapidly deploy and establish peacekeeping and other operations in response to Security Council mandates	(a) (i) Identification and deployment of strategic deployment stocks and other logistic equipment capable of supporting start-up teams and initial troop and police deployments, within 90 days of Security Council mandates
	(ii) Development of full information and communications technology capabilities, including secure voice, data and video services, within 20 hours of arrival of equipment and personnel
(b) Increased efficiency and effectiveness of peacekeeping operations and special political missions supported by the Department of Field Support	(b) (i) Missions have access to valid systems contracts with sufficient not-to-exceed amounts, 365 days of the year
	(ii) Wide area network is up 99.8 per cent of the time

Strategy

4.22 Within the Department of Field Support, substantive responsibility for the subprogramme is vested in the Logistics Support Division and the Information and Communications Technology Division. The activities of those offices include the provision of equipment and services to missions, enabling the effective, timely and efficient fulfilment of their mandates. The subprogramme will provide integrated support services to missions as required and develop responsive mechanisms to address changing circumstances on the ground or changes in mandate. The subprogramme will work towards ensuring pre-emptive operational readiness and will strive to be more effectively placed to prioritize the timely deployment of material resources, as well as optimizing United Nations acquisition management and its material resource utilization. The subprogramme will continue to monitor and provide policy guidance and oversight on the delivery of integrated support to the field missions.

B. Peacekeeping missions

1. United Nations Truce Supervision Organization

Objective of the Organization: To observe and maintain the unconditional ceasefire and assist the parties to the 1949 Armistice Agreements in supervision of the application and observance of the terms of those agreements

Expected accomplishments of the Secretariat	Indicators of achievement
The Security Council is informed in a timely manner of non-compliance with its resolutions	Timely submission of observation reports to the Secretary-General

Strategy

4.23 The United Nations Truce Supervision Organization (UNTSO) will continue to implement its current core functions of observer deployment, and of maintaining liaison with the regional authorities under its regional mandate. UNTSO will continue to provide trained military observers under the operational control of the United Nations Disengagement Observer Force (UNDOF) and the United Nations Interim Force in Lebanon (UNIFIL), assisting with the implementation of their respective mandates. It will maintain its observer presence in Egypt through a liaison office, as well as conduct a minimum acceptable level of patrols.

4.24 The mission will continue to provide timely and accurate observation reports and analysis of political developments mission-wide, including the safety and security situation. It will also continue to exercise command, administrative, logistical and security support to all outstations and liaison offices, and at its headquarters in Jerusalem. In addition, it will continue to use the good offices of the head of mission to strengthen and impose the relationships between Israel and its neighbouring countries. UNTSO will also continue to maintain and improve effective liaison with the ambassadorial and consular representatives of troop- and police-contributing nations, and with regional United Nations organizations. Furthermore, it will continue to develop contingency planning to address changes in the military and/or political situation in the UNTSO area of operation.

2. United Nations Military Observer Group in India and Pakistan

Objective of the Organization: To monitor developments pertaining to ceasefire violations along the line of control in accordance with the mandate of the United Nations Military Observer Group in India and Pakistan contained in Security Council resolution 307 (1971)

Expected accomplishments of the Secretariat	Indicators of achievement
(a) The presence of United Nations military observers in established field stations on both sides of the line of control to monitor ceasefire violations	(a) Percentage of incidents/violations reported to United Nations Headquarters in a timely manner

(b) Effective, efficient patrolling, inspection and investigation of ceasefire violations	(b) (i) Number of operational patrols with free and secured access to notified areas to the extent permitted by the host countries
	(ii) All complaints that can be investigated under the purview of the United Nations Military Observer Group in India and Pakistan and with the full cooperation of both parties are investigated

Strategy

4.25 The United Nations Military Observer Group in India and Pakistan (UNMOGIP) will continue to provide timely and detailed routine as well as ad hoc reports on relevant developments in the UNMOGIP area of operations in accordance with the implementation of its mandate.

4.26 The mission will continue to maintain military observers at all its operational field stations on both sides of the line of control, conduct efficient patrols and effective inspections and investigations of the alleged violations of the ceasefire and, to the extent permitted by the host countries, perform field tasks in the vicinity of the line of control from the field stations.

Legislative mandates

A. Peacekeeping operations

General Assembly resolutions

49/233 A and 52/230	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations
63/280	Comprehensive review of the whole question of peacekeeping operations in all their aspects
63/287	Support account for peacekeeping operations
64/84	Assistance in mine action
64/243	Questions relating to the proposed programme budget for the biennium 2010-2011
64/244	Programme budget for the biennium 2010-2011

B. Peacekeeping missions

1. United Nations Truce Supervision Organization

Security Council resolutions

50 (1948)	Cessation of hostilities in Palestine
54 (1948)	Situation in Palestine
73 (1949)	Armistice Agreements concluded by the parties involved in the conflict in Palestine

2. United Nations Military Observer Group in India and Pakistan

Security Council resolutions

39 (1948)	Establishment of a commission on the situation between India and Pakistan
47 (1948)	Restoration of peace and order in Jammu and Kashmir and the holding of a plebiscite
91 (1951)	Appointment of a United Nations Representative for India and Pakistan
307 (1971)	Observation of a durable ceasefire and a cessation of hostilities in Jammu and Kashmir